

Sugar City, Idaho Comprehensive Plan 2015

The Sugar City Planning and Zoning Commission plans to update the Comprehensive Plan every five years.

A Small-Town, Family-Focused Community

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Introduction

The Comprehensive Plan is a long-range plan required by Idaho Code 67-6508-09. As provided by the state statute, it covers city values, principles, goals, history, population, property rights, schools, economic development, land use, natural resources, hazardous areas, transportation, services, recreation, housing, special areas or sites, design, impact area, implementation, and electric transmission corridors. The plan is not only the basis for city laws and resolutions but also the foundation of all municipal governance.

Values

Sugar City is a small-town, family-focused community. By choice and under state law, the government of Sugar City promotes the health, safety, morals, and general welfare of both residents and visitors.

The central values of the community are neighborliness and family life. Each person is important. The central intent of the city government is to ensure livability and orderly growth.

Residents of Sugar City desire a community that is safe, clean, prosperous, and attractive; a community that upholds justice, education, wholesome recreation, the natural environment, and respect for the past. They feel these supporting values should be promoted primarily in families, and also by the government and in the schools.

In accordance with the supporting principles below and in accordance with provisions of Idaho Code 67-6502 and 67-6508 (in Attachment 1), the city government maintains and perpetuates Sugar City as a great place to live and raise a family.

Principles

Below are principles supporting the values above:

1. Economics: diversity, stability, opportunity and growth
2. Education: emphasis on children and continuing education
3. Fairness: each one matters; all are equal before the law
4. Initiative: hard work, integrity, independence, self-reliance
5. Recreation: open space and outdoors; spectrum of opportunities
6. Security: responsibility for choices; freedom from fear; safe environment
7. Sociality: feeling of belonging; attachment to the community
8. Morality: wholesome environment

Scope

This plan applies to all land within the jurisdiction of Sugar City, including Sugar City's impact area, in accordance with state and county statutes. The plan considers "previous and existing conditions, trends, desirable goals and objectives, or desirable future situations for each planning component. The plan with maps, charts, and reports [is] based on the following goals and purposes as they may apply to land use regulations and actions" (Idaho Code 67-6508).

Appendices, (e.g., the Land Use Map), are integral parts of the plan and are binding as such. Attachments, such as ongoing details of implementation and population tables, are only informational and, with the concurrence of the City Council, may be altered, added to, or have parts removed from them without amending the plan.

Components of the plan mandated by Idaho Code 67-6508 appear in chapters 2-13. Chapters 1-14 parallel the same numbered chapters of the Madison County plan.

Implementation to provide for the timely execution of the various components of the plan is an ongoing function provided for in attachments to each chapter numbered 2-14 and 15-16. In Attachments 2A-14A, recent, current, and imminent implementations are recorded. Attachments 2B-14B collect studies and reports. The attachments provide up-to-date input for amendments to the plan.

Motivation

Four recent developments prompted this revision of the comprehensive plan:

1. The joint planning effort between Sugar City, Rexburg and Madison County
2. A seminar on comprehensive plans with Association of Idaho Cities attorneys Jerry Mason and Will Herrington
3. The ongoing concerns of the Sugar City Council about implementation schedules in the old comprehensive plans
4. Potential developments coming to Sugar City

In preparing this revision, the Planning and Zoning Commission and City Council referred to the 2008 Sugar City, Idaho, Comprehensive Plan, 2005-6 Comprehensive Plan, the 2004 Sugar City Public Survey, the 2005 20-Year Growth Impact Study, the Madison County Comprehensive Plan draft dated March 25, 2008, and the 2003 Madison County Transportation Plan, all included in Attachment 1.

Region

With the sugar factory closing in 1942, Sugar City to an extent became a bedroom community, with most available employment in Rexburg and other locations outside the city. After the Teton

Dam flood in 1976, most businesses in Sugar City did not reopen. Nevertheless, Sugar City retained an independent community spirit because of its traditions, its separate school district, and the preference of its residents for a small, urban community.

Most Sugar City residents are still employed outside the city. For the foreseeable future, this will continue to be the case, and this fact both causes and confirms the character of Sugar City as a small-town, family-focused community. Yet growth in the region will bring growth to Sugar City, meaning expansion of residential areas and also expanding needs and opportunities for commercial and public services.

As the city grows, the municipal government will preserve open space, uncongested streets, and other features that contribute to its small-town character. The city's location at the junction of highways U.S. 20 and Idaho 33 contributes to the opportunity for commercial growth.

Goals

The primary goal of Sugar City is to maintain and perpetuate the features of the city such as clean air, pure water, quiet neighborhoods, public morals, high-quality services, and low taxes that make it a great place to live and raise a family.

Supporting goals are to:

1. Provide to all its residents and visitors opportunities for full enjoyment of the city (see chapter 2);
2. Balance public interests with interests of property owners (see chapter 3);
3. Promote the quality and accessibility of educational opportunities (see chapter 4);
4. Promote appropriate economic expansion and prosperity (see chapter 5);
5. Provide for judicious use of land and management of growth (see chapter 6);
6. Exercise wise stewardship over natural resources, while preventing hazards and mitigating their effects (see chapter 7);
7. Ensure an effective transportation system (see chapter 8);
8. Provide high-quality public services adapted to neighborhood needs (see chapter 9);
9. Promote wholesome recreation, community activities, and recreational facilities that complement the city's location in the larger region (see chapter 10);
10. Promote housing that provides opportunity for every resident (see chapter 11);

11. Promote preservation and development of special areas and sites to increase public awareness and enjoyment (see chapter 12);
12. Beautify the community in consistent ways (see chapter 13);
13. Establish an area of city impact that provides for expansion and prevents incompatible land use (see chapter 14).

Objectives

The supporting goals and objectives in succeeding chapters have a single, unified purpose: to realize the primary goal stated above.

Implementations

Implementations of this plan intend inclusion of the requirement (Idaho Code 67-6504) to exercise the powers conferred in Idaho Code chapter 67-65 for local land use planning. Implementations also intend inclusion of the restraints in the Idaho Code and local ordinances, and they include consideration for local traditions and evolving needs.

History and Population

Conditions and Trends

Early inhabitants of the Upper Snake River Valley were Bannock, Snake, Lemhi, Blackfoot, and Crow Indians. The first white men were fur trappers with Andrew Henry, who spent the winter of 1810-11 six miles north of Sugar City on Henry's Fork of the Snake River.

In 1882, President John Taylor, of the Church of Jesus Christ of Latter-day Saints, called Thomas E. Ricks to be bishop of the Bannock Ward, which included all of eastern Idaho. Ricks and others laid out the city of Rexburg in 1883, and settlement began in earnest. Records of the Bannock Ward show 815 members at the end of 1883 and 1420 at the end of 1884.

Sugar City was chartered on 27 August 1903 for the purpose of supporting a factory of the Utah-Idaho Sugar Company. Joseph F. Smith was elected director of the Sugar City Townsite Company. Meetings of the board were provided for, and a rule for removing the director if he showed improper conduct. In the charter was an article stating, "No intoxicating liquors shall ever be sold or otherwise disposed of, nor shall gambling or prostitution ever be permitted."

The map recorded in 1903 is still the plat of record for most of the town. In addition to working in the sugar factory, the settlers established farms and ranching operations that reached far afield. Early residents recorded their enjoyment of being surrounded by the Teton Range, the Yellowstone massif, and the Lost River Mountains. Sugar City was incorporated 8 January 1906, as a municipality under the general laws of Idaho. In 1913, Madison County was created separate from Fremont County.

Sugar City became a regional center of trade and social life, boasting a bank (the stone building still stands; upstairs Harold Harris maintains a display of historical photographs), mercantile store with up to a dozen busy clerks, drug store, blacksmith shop, newspaper, hotels and rooming houses, an opera house and dance hall, feed and livery stable, harness shop—more than 20 businesses in all.

The sugar factory was the center point of the economy, and by 1929 the population of Sugar City had leveled off near 1,200. The sugar industry, along with agriculture and forestry, was instrumental in bringing the Union Pacific railroad to the region. Sugar was shipped in 100-lb. bags bearing the U&I emblem. By 1942, 405 thousand tons had been produced. But changes were coming to technology, finance, and marketing.

The bank closed with the Great Depression, costing some investors their fortunes. Potatoes grew in the sandy volcanic soil as readily as beets—and were much easier to raise and process. The sugar factory closed in 1942. Businesses closed down or moved elsewhere; Sugar City became a home for farmers and commuters. The population dropped under 600 and remained constant for four decades: the 1980 census shows a population of 617. In the 1960s a sewer system and street signs were installed, streets were oiled, and a second park was developed.

On 5 June 1976, Sugar City was destroyed by floodwaters from the collapsed Teton Dam. This moment defined Sugar City as it has existed for the past three decades. Homes, livestock, and personal belongings were gone forever, but loss of life was minimal. People were left owning the clothes they put on that morning and the cars in which they fled the muddy torrent. For those who were part of that experience, material life would start over from the beginning, but families and the spirit of community were strengthened by the resolve to rebuild. Rebuilding the city brought new homes, street improvements, and extension of infrastructure. The population, however, did not increase significantly.

Land to the south of the city was annexed in 1994, and in 1995 an impact area was established. In 1996, after 20 years without much population growth, the Mountain View Estates subdivision was begun. Moody Acres, a subdivision in the impact area, followed two years later. Adjoining the city on the southeast, the Ponderosa Estates subdivision began in 2000. That same year a large tract northwest of the city, across U.S. 20, was annexed as Sun River Lake Estates, but at that time this development did not move past the stage of initial infrastructure.

In 2000 and 2001, the transformation of Ricks College, in Rexburg, to Brigham Young University–Idaho accelerated an already robust regional expansion in residential and commercial growth. In Sugar City, growth would remain moderate for a few more years though the access from Center Street to U.S. 20 was completed in 2001.

Two factors holding population growth in check were (1) decrease in the size of households and (2) limits on land available for new housing. Household size decreased from 4.26 to 3.81 by 2004, and new residential building permits averaged only 10 per year.

In 2007 and 2008, large subdivisions containing residential and commercial areas were proposed, Old Farm Estates south of the city and Toscano in the area previously known as Sun River. The city acquired property between U.S. 20 and the railroad to develop a business park. The trend in 2008 is toward increasing growth in both population and economic activity.

Historical Publication

For the 2003 centennial celebration, Robert Worrell and Becky Brighton compiled and edited a history called *The Sweetest Little Town: A Centennial History of Sugar City, Idaho, 1903-2003*. For copies, inquire at City Hall.

Goal

The goal of Sugar City with regard to population is to provide to all its residents opportunities to fully enjoy its small-town, family-focused character.

Objectives

Three objectives relating directly to the populace are:

1. To sponsor public events and encourage neighborhood events.

2. To encourage volunteerism in city and community events and projects.
3. To invite residents to contribute through civic service.

Property Rights

Conditions and Trends

Traditions of the region and integrity of the people have made possible maximal individual liberty with regard to property rights. The original layout of the city in 1903 provided zones for the sugar factory, commercial and business developments, residential neighborhoods, and agricultural uses, a layout that is still largely intact. After the Teton Dam disaster in 1976, the city was rebuilt, but the population did not grow significantly in the ensuing 20 years. Since the mid-1990s, residential, commercial, and scholastic growth have been at a moderate rate, expanding the city into adjacent agricultural lands. The downtown commercial district has lost numerous businesses, part remaining empty and part having converted to residential use. Regional growth since 2000 and development proposals in 2007 and 2008 create potential for rapid residential and commercial growth in the future.

Relevant Law

Property rights means the fundamental freedom to own, control, and enjoy land. This freedom includes the liberty to develop, rent, lease, or dispose of—through sale or gift—the land, using the property as desired as long as that use does not infringe on the rights of neighbors or of the community as a whole (see Idaho Constitution, Article 1, Section 1, and Idaho Code, Title 55). Property rights form an indispensable part of a free society.

The federal and state constitutions provide that private property may not be taken for public use without just compensation. Idaho Code 67-6508(a), 8001, 8002, and 8003 establish a process to evaluate whether regulatory actions result in a taking of private property. However, Idaho Code 67-8001 states that the purpose of chapter 67-80 is not to expand or reduce the scope of private property protections in state and federal constitutions, also that nothing in section 67-8001 grants a person the right to seek judicial relief requiring compliance with chapter 67-80.

Laws and regulations governing private property should depend on the government's authority and responsibility to protect public health, safety, morals, and welfare. On this premise, courts have supported limitations on uses of private property through land use planning instruments such as comprehensive plans, zoning ordinances, subdivision ordinances, and environmental quality acts.

Sugar City can control land use through eminent domain and police power. *Eminent domain* means it can take private property for public use such as a highway, if it pays just compensation. *Police power* means government can restrict land use when deemed necessary to protect the public interest, without paying compensation. For instance, a city can deny a request that it deems to pose a health hazard to the community. “It [also] may control the use and possession of [private] property, so far as may be necessary for the protection of the rights of [neighbors], and

to secure to them the equal use and enjoyment of their property.” (Munn v. State of Illinois, 94 U.S. 113)

Goal

The goal of Sugar City is to maintain its small-town, family-focused character by balancing public interests with interests of property owners.

Objectives

1. To protect the health, safety, morals, and welfare of the community.
2. To uphold the rights of landowners.
3. To maintain a regulatory framework ensuring that land use policies, restrictions, and fees do not excessively impact property values.
4. To maintain a regulatory framework ensuring that land use policies do not constitute an unconstitutional taking of property—or otherwise violate private property rights.
5. To plan and regulate within the confines of national, state, and local law.

Manner of Implementation

The city should consider the following questions, outlined by the state attorney general, in reviewing potential impacts on specific properties of regulatory or administrative actions. The city should also use the public review process and be sensitive to cumulative impacts of other governmental agencies in reviewing potential impacts.

An affirmative answer to a question does not necessarily mean there is a taking; rather, it means that city representatives should review the proposed action with legal counsel.

1. Does the regulation or action result in a permanent or temporary physical occupation of private property?
2. Does the regulation or action require a property owner to dedicate a portion of property or to grant an easement?
3. Does the regulation deprive the owner of all economically viable uses of the property?
4. Does the regulation have a significant impact on the landowner's economic interest?
5. Does the regulation deny a fundamental attribute of ownership?

6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?

To protect the public welfare, prevent conflict with landowners, avoid takings, and provide for equitable sharing of costs, the city should:

1. Engage in sound land use planning, including a comprehensive plan that states community values and goals, ordinances that are clear and consistent, background studies and expert advice, and reasoned decisions, i.e., decisions based on the provisions of existing law.
2. Provide for economic hardship variances or similar administrative relief to allow use of property in situations where regulations may have an extreme result.
3. Encourage agreement before takings claims go to court by requiring landowners to provide evidence of undue economic impact on subject property prior to filing a legal action.
4. Take steps to prevent the subdivision of land in a way that may create economically unusable, substandard, or unbuildable parcels.
5. Require development to pay its fair share, with shares established by rational, equitable calculations, including specific needs created by proposed development, actual present and future governmental costs attributable to a project, and actual impacts of a project in its circumstances.
6. Promote good development by avoiding governmental incentives or subsidies that encourage development in sensitive areas such as flood plains or steep slopes. Law does not require taxpayers to subsidize unwise development. Yet incentive programs may be made available to encourage good development, defined as development consistent with community values and land use controls.
7. Provide for legitimate applications of police power, which may restrict land use without paying compensation when deemed necessary to protect the public interest.

Conditions and Trends

Schools

Sugar City is the central location of the Sugar-Salem School District 322, with the four schools of the district located in the city. Communities and areas served include Sugar City, Salem, Moody, Plano, and Newdale. The school district enjoys an excellent reputation in the region. Numerous students living outside the district are enrolled within it, and some families locate in the district so their children can be educated here.

The school district is acquiring portable classrooms to accommodate present growth and recognizes the likelihood of new building as demanded by population growth. The elementary and intermediate schools are full to capacity. The junior high, formerly the high school, is still a good building but on a substandard campus in the town center. The 2012-2013 expansion of the high school has made room for more enrollment. Recent technology grants for laptop computers have eliminated the need for more computer labs.

<u>Enrollment by School:</u>	<u>Capacity</u>	<u>1997</u>	<u>2002</u>	<u>2008</u>	<u>2015</u>
Central Elementary (K-3)	440	383	392	474	454
Kershaw Intermediate (4-6)	352	310	292	327	326
Sugar-Salem Junior High (7-8)	399	244	199	185	249
Sugar-Salem High School (9-12)	<u>702</u>	<u>533</u>	<u>405</u>	<u>425</u>	<u>507</u>
Totals	1893	1470	1288	1411	1536

School facilities are all centrally located with good access. Students residing in the incorporated city are not provided bus service unless a safety issue exists. Students residing outside the incorporated city or west of the railroad are provided bus transport. The bus system is under the jurisdiction of the school district. Bus ridership is about 650 per day, with up to 100 students driving their own cars to the high school.

City planning and services are not directly involved with higher education, but Sugar City is conveniently located for its residents to enroll at Brigham Young University-Idaho (BYU-I) in Rexburg, Eastern Idaho Technical College and University Place in Idaho Falls, and Idaho State University in Pocatello.

Goal

The goal of Sugar City is to promote the quality and accessibility of education so as to ensure continuation of its small-town, family-focused character.

District 322 Mission Statement

“The Sugar-Salem Schools, in partnership with the community, are committed to provide an educational environment where teaching and learning can respond constructively in a changing society. We emphasize demonstrable life-long skills, knowledge, and values that develop responsible and contributing members of society.”

Objectives

1. To support the school district's mission.
2. To encourage public support for and participation in education.
3. To encourage continued centralization of school facilities.
4. To support families and individuals in finding the educational opportunities they desire.
5. To encourage coordination between educational institutions and business to expand educational opportunities and provide education suitable to employment opportunities.
6. To encourage continuing education through existing institutions.
7. To support technology and communication infrastructure for educational uses.
8. To support summer programs and online education.
9. To support opportunities for nontraditional students.
10. To promote the sharing of facilities within the school district and with other community institutions.
11. To identify and mitigate hazards to school transportation.
12. To provide for safe and efficient traffic flows, street crossings, walkways, and nonmotorized transport.
13. To participate with the school district in planning.

Conditions and Trends

Economic Development

Most Sugar City residents are employed away from the city. Rexburg proximity and U.S. 20 make employment convenient throughout the Upper Snake River Valley. Proximity to Rexburg results in Sugar City not being a regional trade center.

Education, health, and social services provide more than one-third of all employment. Jobs in manufacturing and retail business are significant parts of the employment spectrum, but together constitute only one-fourth of all employment. Yet these proportions are not reflective of Sugar City's economy because most employment is not in the city. Rather, they are indicative of the city's demographic and educational character.

In Sugar City, major employers are the school district, Sun-Glo, and Moody Creek Produce. Employees represent a regional cross section, not necessarily residing in Sugar City. These employers and their impact in the local economy will probably remain relatively steady in the near future.

In the short term, residential growth will exceed commercial growth. The long-term economic trend, however, will likely be toward significant increase in the ratio of economic growth to population. Though near-term residential growth may double or triple the city's population, commercial growth could be exponential. The business park has the potential of bringing several hundred jobs to the city, and commercial portions of large subdivisions could have a similar impact on the job market. The changed ratio between economic activity and population is expected to increase the need for governmental services and to strengthen the city's tax base.

Goal

The goal of Sugar City is to promote economic expansion and prosperity while retaining its small-town, family-focused character.

Objectives

1. To encourage economic developments that are suitable to various locations and public needs.
2. To zone so as to provide optimal settings for each sector of use.
3. To encourage cohesive and complete residential neighborhoods and vibrant commercial and business districts.

4. To provide infrastructure needs while protecting infrastructure resources.
5. To balance the ratio of residential, basic sector commerce, and supporting commerce, particularly with regard to the tax base.
6. To require a street system that moves traffic efficiently and avoids congestion.
7. To require design review for all development except single-family and twin homes.
8. To emphasize friendliness to the natural environment and encourage open space.
9. To market Sugar City's central location amidst educational and recreational opportunity.
10. To pursue grants and other financial support for construction and rehabilitation of infrastructure.
11. To support individuals, businesses, and grant applicants in their efforts to start up new businesses or locate established businesses in the city.

Conditions and Trends

Land Use

Since its incorporation in 1903, Sugar City has had the advantage of a community plan for land use. At the northeast corner of the town was the sugar factory, along Center Street was the business district, and central locations were provided for a school, a church, and a park. Streets were laid out in the grid system typical of early Mormon settlements, with residential lots providing for lawns and gardens. The agrarian setting of the town was assured by several miles of farmland radiating in every direction.

The original layout of the town remains mostly intact. Growth in the surrounding area and resultant consolidation of schools and churches have motivated construction of additional schools and another church. Since 1976, development has radiated from the center: businesses and churches on Idaho 33 toward Rexburg, NorSun to the west, and other businesses to the northeast, near the intersection of 7th East and Idaho 33. Most of these growth areas have been annexed into the city and included in its zoning.

Existing land uses and classifications of use in this plan are coordinated with the Madison County Comprehensive Plan so far as is practicable:

1. *Residential*. Lands used primarily for single-family or multi-family dwellings, including cluster developments.
2. *Agriculture*. Lands used primarily for grazing, crop farming, hobby farming, and related uses.
3. *Open Space*. Lands maintained in a natural and undeveloped state or developed for recreation.
4. *Commercial*. Lands used to serve public needs through commercial and professional activities.
5. *Business Park*. Lands used primarily for research, offices, and light production with limited public access and retail activity.
6. *Local Production (Light Industrial)*. Lands used primarily for production, warehousing, and distribution.

7. *Public and Quasi-public.* Lands used for city buildings, schools, churches, and similar facilities.
8. *General Industrial.* Land uses traditionally considered industrial such as wrecking yards or junk yards, sanitary landfill, mineral extraction, gravel extraction or crushing, industrial scale cement plants, or asphalt plants. The intent of this plan is that there be no land in Sugar City or its impact area zoned General Industrial and that traditionally associated uses and uses with similar impacts not be permitted.

Land Use Map

The Sugar City land use map, Appendix A, is a graphic illustration of the community's desired future. It shows what land uses are desired and where the uses should take place. It is a guide for city officials as they evaluate development proposals and revisions to policy.

The multiple-use zoning district in the city ordinances, however, is guided only indirectly by the comprehensive plan. Lands are designated for multiple use on a case-by-case basis as directed by ordinance, consistent with values and goals in the comprehensive plan. Multiple use may involve lands in any land use classification(s) on the land use map.

The land use map differs from the city zoning map in two ways:

1. Land use classifications in the comprehensive plan and its land use map may or may not match zoning classifications in the zoning ordinances and the city zoning map. Rather, in the comprehensive plan classifications describe the character and type of land use that is desired, whereas in the city ordinances they indicate what is permitted.
2. The comprehensive plan land use map does not legally entitle a landowner to develop property in a certain way. Rather, development is legally restricted by zoning districts and land use schedules in the city ordinances. The ordinances allow landowners to apply for zone changes.

Goal

The goal of Sugar City is to perpetuate its small-town, family-focused character through judicious uses of land and management of growth.

Objectives

1. To establish zoning districts and standards for development within them.

Conditions and Trends

2. To establish zoning districts to organize the community, promote varied land uses, ensure compatibility of adjacent uses, and appropriateness of uses relative to infrastructure requirements and physical environments.
3. To encourage conservation easements or transfer of development rights so as to preserve areas of agriculture or other open spaces.
4. To enact a subdivision ordinance and require developers to work in partnership with the city.
5. To conduct and require to be conducted growth studies and impact studies.
6. To preserve open space and protect natural environments.
7. To designate and regulate sensitive lands.
8. To coordinate among public and quasi-public agencies on land use issues.

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9. To acquire and develop land for public uses and to promote economic development.
10. To prevent or mitigate impacts of certain industrial or heavy impact uses.
11. To coordinate with Madison County and Rexburg to establish the area of city impact, standardize administrative systems, and prevent inconsistencies of land use.

Natural Resources and Hazardous Areas

Conditions and Trends

Sugar City lies at 44 degrees north latitude at an elevation 4890 feet, with a dry climate of moderate summers and cold winters. The terrain is flat, with soil of silty clay loam and areas of river gravel. Because of the clay, some areas are not well drained. Furthermore, groundwater levels generally prevent basements. As the city grows in area, sensitive lands may be identified, such as wetlands, water bodies and riparian corridors, or wildlife habitat.

People value the clean air and excellent water. Topography and prevailing southwesterly winds keep the air clean most of the time. Wild fires sometimes make the air smoky, and winds carry dust up the valley especially during harvest season. These pollutants have not been considered hazardous to health.

Surface and subsurface water is plentiful, though average annual precipitation is only 11-12 inches. Culinary water is exceptionally pure, pumped from the Eastern Snake River Plain Aquifer several hundred feet below ground. Subsurface water is replenished directly by streams and other surface waters. The deep aquifer is replenished in some measure from subsurface sources, though most of the deep water is of ancient origin and comes from north and northeast of the valley. Subsurface waters move in southerly and southwesterly directions. (See also Chapter 9, Public Services.)

Irrigation water comes from rivers and reservoirs, and is controlled by canal companies. Sugar City has not used surface water for irrigation since the 1976 flood, though surrounding farms rely on it. Present growth trends imply that surface water should be used for irrigation during development phases and on open spaces.

Hazards and potential hazards are few, consisting of railroad crossings, the potential for industrial mishaps, flood, and earthquake. The hazardous feature of the railroad is the collection of railroad crossings. The only guarded crossing is on West Center Street. Potential industrial hazards are within the power of the city and other governmental entities to control or mitigate. Some flooding is possible during periods of rapid snowmelt. The region is seismically active, with severe damage possible.

Goal

The goal of Sugar City is to preserve its small-town, family-focused character by exercising wise stewardship over natural resources while preventing hazards and mitigating their effects.

Objectives

1. To ensure universal access to resources.
2. To promote safety from harm to persons and property.

3. To prevent contamination of surface and ground water in the city and east of the city.
4. To encourage use of surface water for irrigation where feasible.
5. To establish water conservation measures in time of need.
6. To provide safe and adequate sewer service.
7. To protect soils from contamination by wastewater, chemicals, or refuse.
8. To identify and protect sensitive lands.
9. To encourage preservation of topsoil during development.
10. To protect air and water from contamination.
11. To support state and county programs for control of noxious weeds.
12. To encourage disposal of trash, unhealthy vegetation, and debris.
13. To assess and mitigate the threat to safety of railroad crossings.
14. To ensure adequate access for emergency vehicles.
15. To monitor installation and operation of storage tanks and hazardous chemical storage and transport.
16. To monitor the potential of flood damage and prepare accordingly.
17. To restrict development relative to threat of flood.
18. To prepare and rehearse emergency plans, including communication, mobilization of human and material resources, and evacuation.

Transportation

Conditions and Trends

Sugar City is located at the intersection of U.S. 20, Madison County's major arterial, and Idaho 33, which connects Rexburg to Sugar City and then runs east to Teton County and the Wyoming line. Center Street is a portion of Idaho 33. The original city plat arranges streets in a north-south and east-west grid, except along the railroad.

Third South Street has the problems of being inaccurately located and of inadequate width. Since these problems are of long duration and involve all landowners along the street, a solution is probably not soon forthcoming. Third South should be classified, at most, a minor collector.

Growth will require new streets, including collectors at appropriate intervals. Madison County is considering plans for a minor arterial or major collector from Sugar City to the southeast edge of Rexburg to relieve traffic congestion on 2nd East in Rexburg.

Provision for nonmotorized transportation includes sidewalks, cycling lanes, paths, and trails.

Highways and streets are classified according to the Federal Functional Classification System, which is used nationwide:

1. *Major Arterial*. Connects communities and provides cross-regional access; moves large volume of traffic at high speed; may have limited access; does not bisect neighborhoods or provide access to adjacent properties.
2. *Minor Arterial*. Moves a moderate volume of traffic at moderate speeds; receives traffic from collector streets; does not provide direct access to adjacent properties and has limited access to residential streets.
3. *Major Collector*. Connects multiple local streets with a major or minor arterial; serves light commercial and residential areas; normally does not provide direct access to properties.
4. *Minor Collector*. Serves businesses and residential properties, though direct access may be restricted.
5. *Local Street*. Provides access to residences, other properties, and parks.

<u>Minimum Widths:</u>	<u>Right of Way</u>	<u>Roadway</u>
Major Arterial	120'	100'
Minor Arterial	95'	70'
Major Collector	80'	55'
Minor Collector	60'	42'
Local Street	60'	42'

Goal

The goal of Sugar City is to provide a transportation system consistent with its small-town, family-focused character.

Objectives

1. To identify the transportation network that the city needs to sustain anticipated growth.

2. To maintain a transportation map (Appendix B) detailing the city's current and future transportation system, showing street classifications and intersection types.
3. To coordinate needs and standards with the Idaho Transportation Department, Madison County, and Rexburg.
4. To discourage development that will interfere with orderly development of the transportation system.
5. To coordinate transportation infrastructure with existing and planned land uses.
6. To maintain the streets.
7. To identify short- and long-term needs for construction and maintenance.
8. To seek short- and long-term funding sources for construction and maintenance.
9. To promote development of the street grid consistent with location and terrain: observe connectivity between the existing grid and future needs; allow adaptation in localized situations.
10. To suspend the street grid system and maximum length of blocks for a discrete (separate with distinct parts) development, depending on conditions on the ground such as area integration, water features, natural boundaries, and probabilities of future interconnectivity with other developments, if deemed necessary.
11. To coordinate new transportation facilities with existing ones to provide continuity in the system.
12. To encourage transportation corridors, such as the proposed East Parkway Corridor between Rexburg and Sugar City.
13. To safely and efficiently move traffic through developments and between communities.
14. To require new development to provide transportation means and share expenses commensurate with their needs and their impact on the city.
15. To require new development to provide accommodation for nonmotorized travel, such as with sidewalks, bike lanes, and paths, and access to existing nonmotorized facilities as appropriate.
16. To keep traffic flows safe, minimal, and dispersed, avoiding congestion and any feature of transportation infrastructure not consistent with the goal.

17. To route large vehicles toward large streets and away from residential neighborhoods, schools, and other vulnerable areas.
18. To avoid situations that would call for traffic control lights.
19. To promote nonmotorized elements of the transportation grid.
20. To provide safe walking and cycling access to public and quasi-public facilities.
21. To promote pedestrian-friendly site design of public places.
22. To promote public transportation by governmental and privately owned carriers.
23. To install street name signs, regulatory signs, and directional signs.
24. To install needed warning and protection devices.

Conditions and Trends

Public Services

For a small town, Sugar City enjoys excellent public services, some provided by the city, some by Madison County, and some available in Rexburg.

Sugar City has its own culinary water system, cemetery, and street department. Relative to the water system, this chapter and Chapter 7 are intended to complement each other. The city owns three operating wells. Well #3, located at Idaho 33 and 3rd South along with its storage facility, supplies most of the current need. Wells #1 and #2, near the water tower and in Neibaur Park, respectively, serve as backup wells. The city water system should remain integrated, but it may be necessary for major developers to provide new wells.

The cemetery is managed by a board separate from the city government.

The city's street department clears snow, does backhoe work, and makes minor street repairs. Major repairs are let out to bid. The street department offers the additional services of spring and fall cleanup, usually in May and October, respectively, of refuse placed in alleys by property owners, and clearing snow from driveways following the plowing of streets. These additional works are done as special services for the citizenry. They are not required, though they have come to be expected.

Wastewater treatment is by contract with Rexburg, with capacity available to Sugar City for a population of 2700. In 2007, Rexburg's treatment facility was upgraded to a capacity of 3.6 million gallons per day, and is presently operating at approximately 3.0 million gallons per day.

The city contracts annually with a private business for solid waste disposal, with garbage hauled to the Bonneville County Transfer Station.

Fire protection, law enforcement, public library, and emergency medical service are provided by arrangement with Madison County. The central fire station is located in Rexburg at 26 North Center Street. In 2007, the Madison County Fire Protection District acquired property in Sugar City for a satellite station, which will reduce response times and may lead to a reduction in fire insurance rates. The satellite station will also provide training and community involvement for citizens. The fire district currently has 13 full-time firefighters and 60 paid firefighters on call.

The city contracts with the Madison County Sheriff's Office to provide surveillance and patrolling. Though law enforcement needs are minimal, the sheriff's presence in Sugar City is conspicuous, with sheriff's vehicles often in the town center, and deputies in the schools and

Conditions and Trends

attending public functions as well as residing in the city. The county has its own men's and women's incarceration facilities.

The Sugar-Salem School Community Library is collocated with the high school library and sponsored by Madison County. Open year round, the library offers summer reading programs, preschool reading, and other educational programs. Just as half of the school district's patrons live outside the city, so a large proportion of library patrons are also not resident in the city. In 2008, the question was raised whether to consolidate the county's public library in Rexburg. Sentiment in and around Sugar City is strongly in favor of maintaining the branch in Sugar City.

Madison County also provides emergency medical services, with personnel and ambulances. The Madison Memorial Hospital in Rexburg is only four miles from Sugar City. The hospital is an acute primary-care facility, and at the end of 2008 finished a \$50-million expansion, with bed-count increased from 49 to 62.

Goal

The goal of Sugar City is to provide public services of high quality and adapted to neighborhood needs, assuring to all the opportunity to enjoy the small-town, family-focused character of the city.

Objectives

1. To maintain a proportional assessment to users to cover costs of city services and infrastructure.
2. To determine which services are in need of improvement and which feasibly can be improved.
3. To plan for all future infrastructure – e.g., electricity, natural gas, communications, water, and sewer – considering capacity, accessibility, aesthetics, etc.
4. To seek funding sources for maintenance and expansion of public services.
5. To ensure that new development receives public services on a par with existing services.
6. To require development to pay its proportionate share based on its impact on city infrastructure and noninfrastructure services.
7. To maintain efficient development and stewardship of the culinary water system.

Conditions and Trends

8. To require development to provide additional wells, storage facilities, and pumps more than proportionate with demand for water.
9. To monitor the available capacity of the wastewater system and increase it as needed.
10. To promote retention and natural infiltration of storm water.
11. To assess law enforcement needs, particularly in light of proposed and actual development, and prepare to augment surveillance or consider establishing a city police department.
12. To encourage timely completion of the satellite fire station in Sugar City.
13. To maintain a community library in the city
14. To assess from time to time the effectiveness and equitability of the semiannual cleanup and the clearing of snow from private driveways.
15. To maintain close working relationships with Madison County and Rexburg to ensure the continuation and expansion of services.

Recreation

Sugar City's original town plat in 1903 included a city park. A movie theater operated, but did not reopen after the 1976 flood. Baseball and other competitive sports provided recreation and interaction with other communities. Today, two avenues for competitive sports exist, interscholastic sports and sports leagues sponsored by the city. The school teams are a source of local pride, with a winning tradition. The primary role of the city leagues is to encourage participation and sociality.

Parks and other outdoor facilities provide recreational opportunities. Facilities are available for softball and baseball, tennis, basketball, soccer, walking, cycling, and other group and individual activities. Picnic, playground, and barbecue facilities are also in place. Traditional community activities include the annual Easter egg hunt, the Arbor Day observance, and the Independence Day breakfast. Additional community activities are desirable, and as the city grows, additional facilities will be needed. At present, the playing fields are scheduled full, with the need for more under discussion.

Conditions and Trends

City planners should be mindful of Sugar City's location amid spectacular outdoor recreational opportunities. Within reach are hiking and biking, skiing and snowmobiling, the famed St. Anthony sand dunes, Yellowstone and Teton National Parks, Craters of the Moon National Monument, whitewater rafting, fly fishing, and big game hunting—to mention the most apparent. The combination of these outdoor activities and the recreational opportunities offered in Rexburg and Idaho Falls, along with proximity to BYU-I, makes Sugar City an ideal year-round base for family vacations. Retirees living in Arizona and other hot climates have sought out the Upper Snake River Valley for summer residence. Until now this potential for Sugar City has gone largely unrealized.

Development in Sugar City should continue the tradition of parks, playgrounds, and other recreational facilities, for example by continuing a proportion of open space to population equivalent to or exceeding the present proportion.

No component of the city's character is more important than the neighborliness connected with open space and recreation, and the sociality it makes possible. Physical and emotional health, and development of individuals' abilities, are valued by the community.

Park classifications:

1. *Community Park*. Typically more than five acres, with such development as playing fields, playground equipment, and picnic areas. Includes street access and parking.
2. *Neighborhood Park*. Typically more than two acres, centrally located in a neighborhood, with such development as picnic areas, playgrounds, shade trees, and paths.
3. *Playground*. Typically smaller than two acres, located near those for whom intended, with development such as playground equipment, picnic areas, and shade trees.
4. *Linear Park*. Corridor providing public access for walking, cycling, or equitation.
5. *Specialty Park*. Recreational function specific to the park, such as golf, swimming, or historical site.

Present parks, with population presently at about 1500:

<u>Name</u>	<u>Classification</u>	<u>Size</u>	<u>Facilities Such As</u>
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Conditions and Trends

Heritage	community	4.96	picnic, fire pit, playground, softball, soccer, restrooms, water and shade
Neibaur	neighborhood	1.98	picnic, tennis, basketball, playground, water and shade
Smith	community	9.26	baseball, soccer, tennis, playground, sliding hill, skateboard, restrooms
Moon	neighborhood	<u>1.98</u>	playground, grass and trees
Total Acreage		18.18	

Goal

The goal of Sugar City is to preserve and promote its small-town, family-focused character through wholesome recreational opportunities, community activities, and development that complements the city's location in the larger region.

Objectives

1. To operate parks for maximal usability and accessibility.
2. To maintain a parks and trails map showing existing and proposed facilities (Appendix C).
3. To coordinate linear parks and trails with Madison County's parks and trails plan.
4. To require development to participate proportionately in providing parks and other open space.
5. To seek funding sources for recreational development and operation.
6. To maintain a capital improvements plan to prioritize maintenance and development.
7. To preserve and protect natural open spaces.
8. To coordinate recreational uses with adjacent uses to foster complementation rather than competition.
9. To assess the desirability and viability of specialty parks.
10. To assess the desirability and viability of indoor recreational facilities.

Conditions and Trends

11. To cooperate with churches and other quasi-public entities to increase recreational opportunity.

Housing

Sugar City was conceived as a single-family residential community, and it remains largely so today. Lot sizes and house values vary considerably, with variations integrated throughout the city. After the 1976 flood, a mobile home park with 15 units was installed on West 3rd South. Sixteen apartment/condominium units were built at Center and Front Streets in 2003-4. Public opinion is in favor of continuing the various sized lots and the predominance of single-family dwellings.

The city was rebuilt during the two years after the 1976 flood, with few housing units added in the subsequent 20 years. Moderate growth began in the mid-1990s, with small subdivisions extending from the original town plat. In the current decade, the average number per year of single-family residential building permits has been 10 (75 from 2000 until 2007). Along with the condominium development and houses built before the year 2000, cumulative growth has been approximately 126 units, a growth factor of about 38 percent in the past 13 years.

The present outlook is for mostly residential growth. Proposed development has the potential to increase the city's population. With regard to housing growth, Sugar City's past is probably not a predictor of the future. Rexburg's recent past is likely a better predictor, though Sugar City's small size makes possible a growth factor proportionately larger than seen by any other municipality in the region. Planning must include such questions as:

1. How to best retain the integrated flavor of single-family neighborhoods?
2. How to make appropriate transitions between housing types?
3. How to balance demand for housing types with the city's character, developers' needs, and economic realities?
4. How to preserve a sense of community in times of expansive growth?
5. How to provide infrastructure so extensive in a short period of time?
6. How to achieve a stronger ratio of local employment and commerce to population?

Conditions and Trends

Goal

The goal of Sugar City is to promote housing consistent with its small-town, family-focused character.

Objectives

1. To zone in such a way as to protect residential neighborhoods.
2. To ensure integration of new development with existing development.
3. To seek funding sources for infrastructure.
4. To zone to retain predominance of single-family housing.
5. To allow a range of lot sizes within developments targeted for families of varied-age family members.
6. To allow a modest range of densities and encourage appropriate cluster development. (Cluster development is grouping residential properties in a proposed subdivision closer together than in a traditional subdivision in order to utilize the rest of the land for open space, recreation, or agriculture.)
7. To ensure smooth transitions between housing types.
8. To require transitional lots and/or buildings—or buffers—as appropriate at zone boundaries and between land uses.
9. To discourage development of large independent residential areas outside the city or its impact area.
10. To apply design standards to subdivisions as a whole, though not to single-family dwellings or twin homes within them.
11. To require outdoor maintenance and cleanliness.

Conditions and Trends

Special Areas or Sites

Historic buildings are few in Sugar City since most of the town disappeared in the 1976 flood. Buildings of historic interest are:

1. The Harold Harris and Melvin Bean business buildings, erected in 1904. Mr. Harris keeps a display of photographs in his building, showing the historic Sugar City.
2. The Jess and Virginia Brown residence on Center Street and the Kathy Stillman residence on Teton Avenue, constructed of native rhyolite and dating from the early 1900s.
3. A remnant of the old sugar factory is located at 3rd North and 7th East.
4. Heritage Park is an original feature of the city and the traditional site of community events.

Historic monuments in Sugar City include:

1. At Neibaur Park, a commemoration of Thomas C. Neibaur, the first army private and first citizen of Idaho to receive the Medal of Honor.
2. At Neibaur Park, a commemorative sign of Fort Henry, where Andrew Henry with a party of trappers from St. Louis spent the winter of 1810-11 six miles from Sugar City on Henry's Fork of the Snake River.
3. At Neibaur Park and erected by the Daughters of the Utah Pioneers, a monument commemorating the sugar factory, supporting industry, and the early town.
4. In Heritage Park, a monument commemorating the city's founding and centennial.

Goal

The goal of Sugar City is to preserve and develop special areas and sites so as to increase public awareness and enjoyment of its small-town, family-focused character.

Conditions and Trends

Objectives

1. To maintain a historical preservation committee.
2. To maintain a record of historic sites.
3. To protect historic sites.
4. To publicize historic sites.
5. To promote the erection of commemorative monuments.
6. To consider posting plaques or otherwise identifying historic sites that have been lost.

Community Design

Conditions and Trends

The original Sugar City had the advantages of good city planning and rapid realization of the plan due to the sugar factory. Soon after the city was established, a park was developed and the broad streets were lined with trees. The building code specified that houses were to be "respectable" and painted within 60 days after construction. Just as the physical plat of the original city remains, so values and character of the people carry on the tradition of the Sugar City Townsite Company.

The desire of the populace is to continue this tradition. Management of the built environment requires integration of all aspects of this plan to ensure the standard of living and perpetuate community values. Development and growth are addressed in other chapters of this plan. This chapter addresses aesthetic concerns.

Entries and entry corridors need beautification. The south entry, on Idaho 33 from Rexburg, was beautified with lawns, trees, flowers, and a lighted monument. In 2008 a grant permitted landscaping with sprinkler system for the west entrance, from U.S. 20. Some buildings at the city entrances need improvement.

Recovery of Center Street from the 1976 flood has been slow and unsteady. Anchor businesses have been the grocery and hardware stores. Since 2000, the gas station has reopened and the old post office was converted into a hair salon. Caisson Labs and the Traditions home decor shop have come and gone, both outgrowing their facilities. The old bank building was remodeled to accommodate a dental office, and the remodel extended to the upper windows of the adjacent

Conditions and Trends

hardware store. Some of the historic business district was converted to residential use even before the flood. With the growth coming to the city, a revival of the commercial center may become possible. But a blow to downtown development occurred in January 2014, with the closing of the Sugar Market.

As the city prepares for new growth, including the new Sugar City Business Park, and other new business recently opened or opening in the future, a design review ordinance was enacted in 2007, with building and landscape standards applicable to all new development except single-family and twin homes. The zoning and subdivision ordinances were also revised, in 2007 and 2008, including provision for more open space and sensitivity to the natural environment.

Goal

The goal of Sugar City is to beautify the community consistent with its small-town, family-focused character.

Objectives

1. To improve and maintain city-owned properties.
2. To apply design review consistent with community objectives and conditions of each development.

3. To promote development of the city into a set of neighborhoods in order to preserve its small-town family-focused character.
4. To consider cluster development, which is a site-planning approach that groups residential properties in a proposed subdivision closer together than in a traditional subdivision in order to utilize the rest of the land for open space, recreation, or agriculture.
5. To seek funding sources for beautification.
6. To maintain the Tree and Beautification Committee.
7. To encourage volunteerism in city and neighborhood beautification projects.
8. To promote landscaping, especially the planting of trees.
9. To maintain a sign ordinance.
10. To maintain a lighting ordinance.
11. To support forestry in the city, including preparation of a list of suitable tree species.
12. To discourage proliferation of visual clutter, such as billboards and signs.
13. To require screening for unsightly items.
14. To publicize the opportunity to contribute funds for city beautification.
15. To encourage developers to preserve and enhance the potential of riparian areas and make them available for public use.
16. To require developers to restore the natural environment of exhausted gravel pits, making them attractive and available for public or private use.

Area of City Impact

Conditions and Trends

State law authorizes the city to establish an area of city impact (Idaho Code 67-6526). Sugar City first established an impact area in 1995. In 2008, action was initiated to include the Calaway ranch, north of the North Fork of the Teton River, and part of the Harris farm, southeast of the north Rexburg interchange.

In 2007 and 2008, Madison County sponsored preparation of a new system for renegotiating city areas of impact. The cities of Rexburg, Sugar City, Teton, and Newdale participated. An

ordinance has been prepared establishing a joint commission to coordinate negotiation of impact areas among affected governmental entities.

The ordinance allows that impact areas be expanded according to growth projections but also as buffers against incompatible uses. The county administers lands within a city's area of impact. According to Idaho Code 67-6526, administration may be by:

1. Application of the city plan and ordinances;
2. Application of the county plan and ordinances;
3. Application of any mutually agreed upon plan and ordinances.

The anticipated result of current coordination is that the county will resolve to apply the city's plan and ordinances in the city's impact area.

With enactment of revised zoning, subdivision, and design review ordinances by the city, the existing ordinances were revised.

Goal

The goal of Sugar City is to ensure perpetuation of its small-town, family-focused character by establishing an area of city impact that provides for expansion and prevents incompatible land uses.

Objectives

1. To zone the impact area to provide for expansion and prevent incompatible land uses.
2. To continue coordination with Madison County and surrounding cities to develop mutually beneficial plans and ordinances.
3. To support coordination of terminology and map features.
4. To support formation of the joint commission and participate in it.
5. To maintain ordinances for the city's impact area.
6. To encourage the Madison County Commission to adopt and enforce the city's ordinances for the impact area.
7. To review and renegotiate the impact area boundaries from time to time as warranted.
8. To zone the impact area to prevent land uses that are incompatible with the city's small-town, family-focused character.

Implementation

Idaho Code 67-6508(n) lists implementation as a component of a comprehensive plan:

"Implementation—An analysis to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan."

However, implementation is different from the other components of the plan in that it applies to all of them, with separate conditions, trends, goals, and objectives not formulated for it. Rather, its purpose is "the timely execution" of other components.

Comprehensive plans typically include implementation in the various chapters, but including implementation in the chapters is difficult to do effectively:

1. Idaho Code 67-6508(n) is initially applicable when a city's first comprehensive plan is enacted. Thereafter implementation becomes a dynamically ongoing process, unfavorable to the relative stability desirable in a comprehensive plan.
2. Since development is driven mostly by property owners and developers, city planners cannot accurately predict growth beyond the near future. Sections on implementation integrated into chapters of comprehensive plans are typically fragmentary and out of date.
3. With a mechanism for continually updating details of implementation without continually amending the plan, implementation becomes a powerful tool for identifying needed actions in timely order, tracking the city's actions, and monitoring evolving needs to amend the plan.

Therefore, this plan uses attachments as secondary tools of implementation, where details of implementation are tracked. In Attachment A to each chapter numbered 2-14, recent, current, and imminent implementing actions are recorded. In Attachment B to each chapter numbered 2-14, studies and reports are collected. The attachments support the plan, but are not integral parts of it. With the concurrence of the City Council, material in them may be altered, added, or removed without amending the plan. The value of the attachments is to document city actions.

Primary tools of implementation are (1) the city code, (2) application forms, and (3) administrative actions through the city clerk's office.

National Interest Electric Transmission Corridors

Mandated Component

Idaho Code 67-6508(o) states:

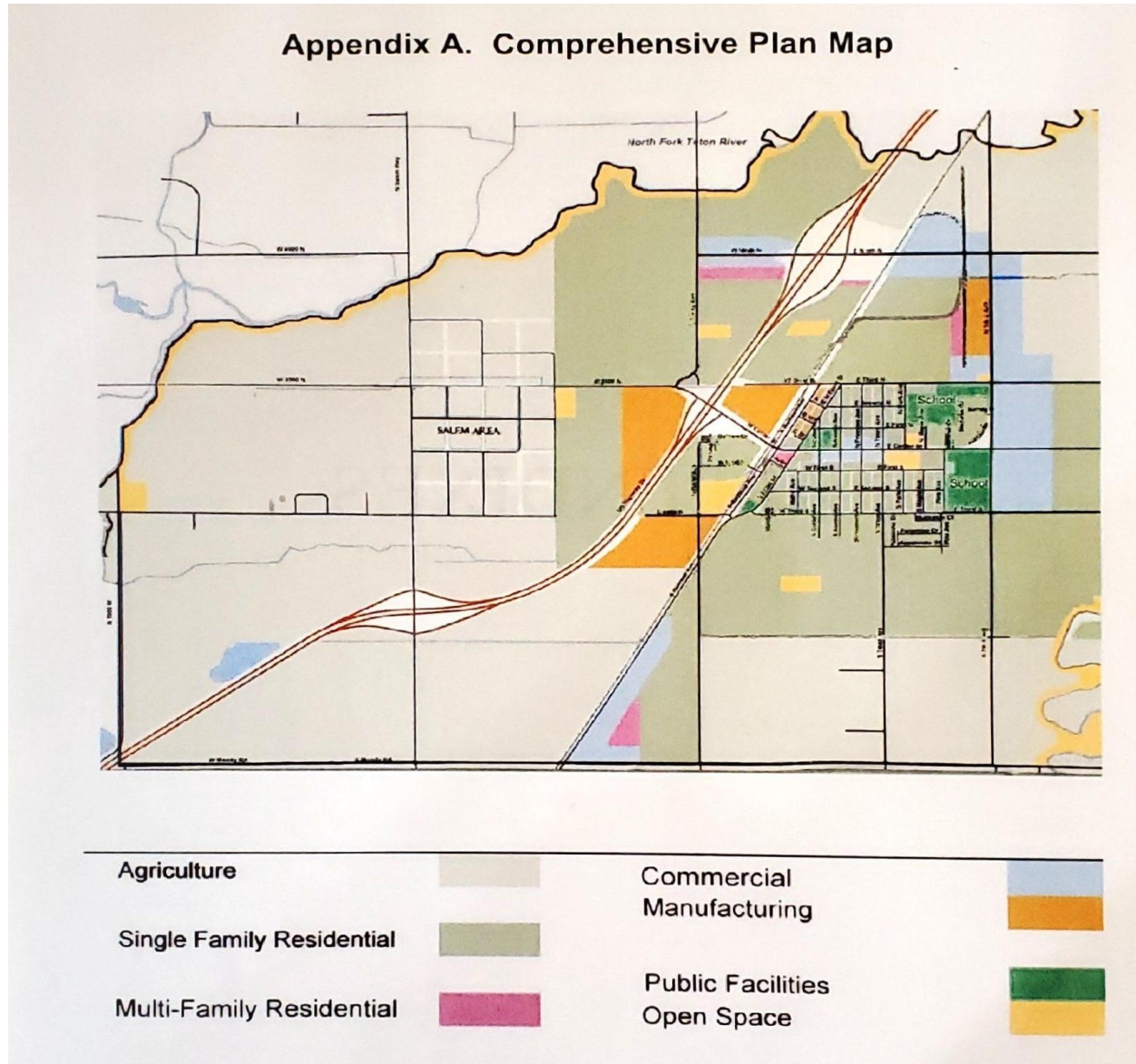
Sugar City, Idaho, Comprehensive Plan (adopted by City Council on 8-27-15)

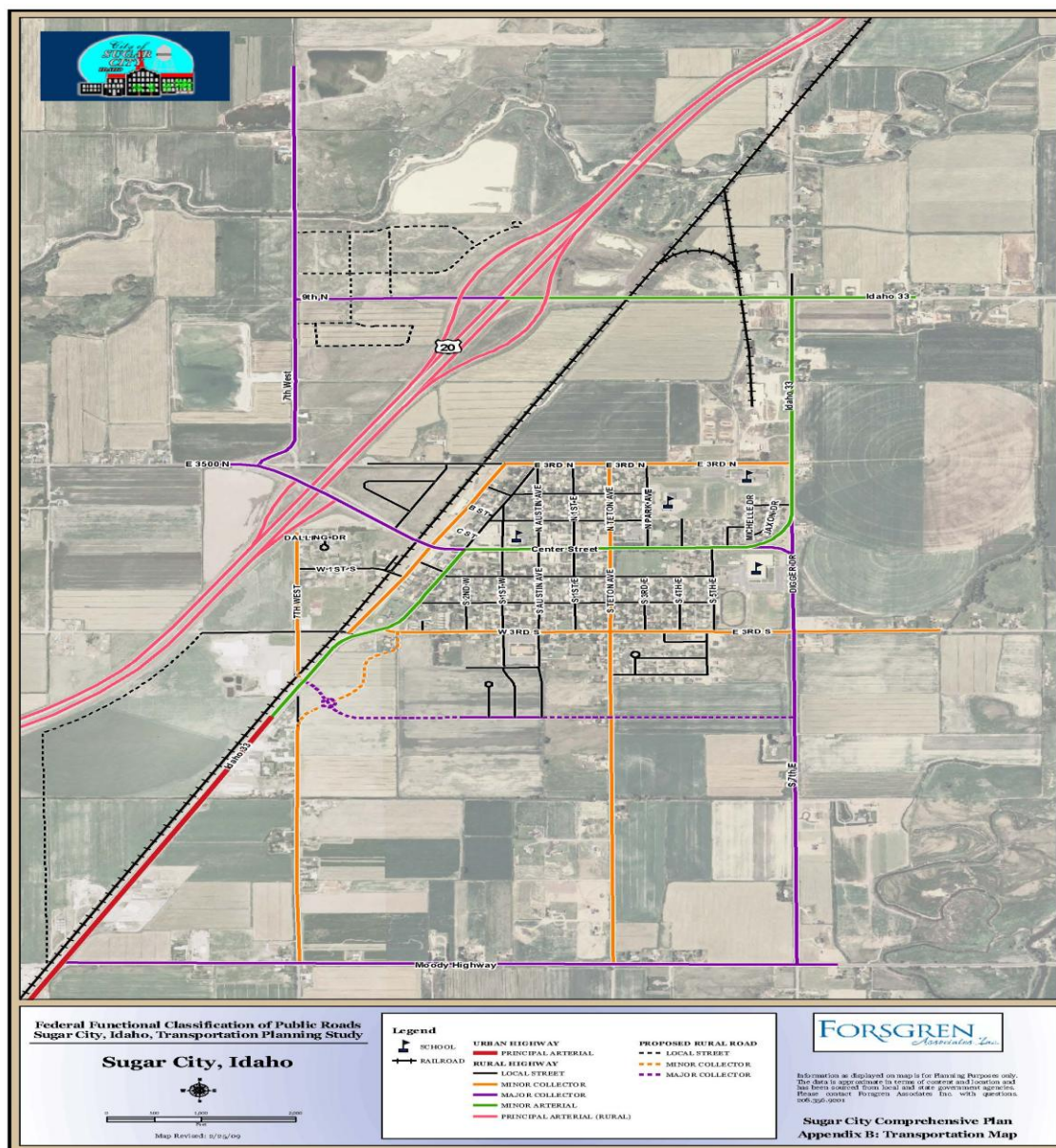
After notification by the public utilities commission concerning the likelihood of a federally designated national interest electric transmission corridor, prepare an analysis showing the existing location and possible routing of high-voltage transmission lines, including national interest electric transmission corridors based upon the United States Department of Energy's most recent national electric transmission congestion study pursuant to sections 368 and 1221 of the Energy Policy Act of 2005. "High-voltage transmission lines" means lines with a capacity of one hundred fifteen thousand (115,000) volts or more supported by structures of forty (40) feet or more in height.

Sugar City Comprehensive Plan

As Sugar City has received no notification by the public utilities commission, no action is needed.

Appendix A – Land Use Map^a





Appendix C – Parks and Trails Map



Attachments^a

Attachments are compiled in a separate document.

a. Attachments are supporting documents to the comprehensive plan, not integral parts of it. Material in them may be altered, added, or removed without amending the plan.